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ROME FOR FOODAG, BRUSSELS ALSO FOR USEC

E.O. 12065: 008 3/13/07 (C000, J. A.) NSA

TAGS: SREF, PK, AF

SUBJECT: INTERNATIONAL SUPPORT FOR AFGHAN REFUGEE RELIEF

REF: (A) 80 STATE 27370; (B) ROME 1779 (NOTAL); (C) STATE 35593 (NOTAL); (D) STATE 29610 (NOTAL); (E) ROME 2570; (F) BRUSSELS 2072; (G) THE HAGUE 1737

1. (C) UNHCR DATA INDICATE THAT THE AFGHAN REFUGEE POPULATION IN PAKISTAN GREW BY AN EXTRAORDINARY 103,000 IN JANUARY, FOLLOWING A SURGE OF 110,000 IN DECEMBER. PRELIMINARY FIGURES FOR THE FIRST HALF OF FEBRUARY SHOW AN ADDITIONAL 60 THOUSAND AND THE LATEST FIGURES, ACCORDING TO THE UNHCR, BRING THE TOTAL REGISTERED POPULATION TO 1.7 MILLION. ADEQUATE INTERNATIONAL SUPPORT FOR THESE REFUGEES IS OF URGENT CONCERN NOT ONLY FOR HUMANITARIAN REASONS BUT BECAUSE OF THE DANGER THAT THE REFUGEE BURDEN UNLESS ADEQUATELY SHARED BY OTHERS MAY WEAKEN PAKISTAN'S "FRONT-LINE" OPPOSITION TO THE SOVIET OCCUPATION OF AFGHANISTAN.

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2. (C) EVEN WITH SUBSTANTIAL INTERNATIONAL RELIEF CONTRIBUTIONS LAST YEAR, THE REFUGEES IMPOSED A HEAVY ECONOMIC LOAD ON PAKISTAN, BOTH INDIRECTLY THROUGH COSTS IN TERMS OF INDIRECT COSTS ASSOCIATED WITH PRESSURE ON LAND AND WATER RESOURCES IN THE REGIONS OF REFUGEE CONCERN.

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TRATION. ALSO, ALTHOUGH THERE HAS BEEN REMARKABLY LITTLE FRICTION WITH LOCAL INHABITANTS SO FAR, IT IS INEVITABLE THAT SOCIO-ECONOMIC TENSIONS WILL BUILD AS TIME GOES ON, CREATING POLITICAL PROBLEMS FOR THE GOP. AS THE REFUGEE POPULATION CONTINUES TO GROW, SO DOES THE DANGER THAT PAKISTANI LEADERS WILL COMPEL TO SEEK A POLITICAL ACCOMMODATION WITH THE SOVIETS WHICH WOULD EASE THIS ECONOMIC AND POLITICAL SITUATION.

3. (U) WE THEREFORE ARE EXTREMELY CONCERNED, AS WE NEAR THE END OF THE FISCAL YEAR, THAT INTERNATIONAL RESOURCES FOR AFGHAN RELIEF ARE NOT SUFFICIENT. THE YEAR HAVE BEEN DEVOTED TO RAISING FUNDS, EVEN OF THE UNITED NATIONS, FOR THE AFGHANISTAN (SPECIAL) FOR WELFARE, MEDICAL, AND EDUCATIONAL SERVICES) HAS BEEN INADEQUATE. WE HAVE BEEN TRYING TO REVISING THIS BUDGET DURING THE YEAR, BUT HAVE BEEN TO TAKE ACCOUNT OF THE CURRENT GROWTH OF THE REFUGEE POPULATION. THE FUNDING REQUIREMENT FOR THE ENTIRE YEAR IS LIKELY TO PASS 500 MILLION DOLLARS FROM ITS GENERAL PROGRAM AND WITH THE RECENT AND EARNEST CONTRIBUTION OF 510 MILLION, WHICH MAY BE ABLE TO MEET AFGHAN RELIEF NEEDS INTO JUNE. BEYOND THAT, HOWEVER, LOOKS A SERIOUS BUDGET DEFICIT. NEARLY GUATEA HAS RECENTLY TRANSMITTED A REPORT FROM WHICH'S CHIEF FUND
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RAISER INDICATING THAT HE IS MEETING RESISTANCE IN FUND RAISING FOR AFGHAN RELIEF AS A NUMBER OF TRADITIONAL DONORS (E.G., SCANDINAVIANS) HAVE EXPRESSED RESERVATIONS ABOUT BECOMING INVOLVED IN OPEN-ENDED UNRWA TYPE PROGRAM FOR THESE REFUGEES.

4. (U) THE FOOD SUPPLY SITUATION COORDINATED BY WFP IS EVEN MORE DISTURBING. WFP ESTIMATED IN JANUARY A CY 1981 BASIC STAPLES REQUIREMENT OF 215 THOUSAND TONS. IF THE CURRENT REFUGEE GROWTH TRENDS CONTINUE THIS ESTIMATE ALSO WILL HAVE TO BE SUBSTANTIALLY REVISED. THE STOCK CARRY-OVER FROM CY 1980 PLUS OUR RECENT 82.7 THOUSAND TON COMMITMENT (AN INCREASE OF THE 75,000 TON FIGURE GIVEN IN REF C DUE TO A COMMITMENT NEE ADJUSTMENT REQUESTED BY WFP) WILL NOT EVEN COVER THE FIRST HALF OF THE YEAR. RECENT CONFIRMATION (FROM U.S.) OF 12,000 TONS CEREALS FROM FRANCE, 6,000 TONS FROM

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GERMANY, AND 8,000 TONS FROM THE EC IS A WELCOME BEGINNING, BUT REPRESENTS NO MORE THAN FOUR WEEKS RATIONS.

5. (LOW) RESPONSES TO THE DEMANDS TO BILATERAL DONORS REQUESTED BY REF A LAST WEEK HAVE BEEN MOSTLY POLITE TO SERIOUSLY CONCERNED. BUT ALL HAVE AN INABILITY TO SPECULATE ON THE AMOUNTS AVAILABLE FOR 1961 UNTIL FISCAL YEAR BUDGETS HAVE BEEN COMPLETED. IN MID-FEBRUARY, THE GOVERNMENT OF GERMANY, ONE OF THE SOURCES (100 MILLION MARKS) OF THE EC, HAS BEEN IN FOOD THROUGH THE EC TO BE USED IN THE EC. THE NET AND TO STIMULATE OTHER DONORS IN ATTRACTING OTHER SUPPORT. A MONTH LATER, SIGNIFICANT CONTRIBUTIONS HAVE NOT YET BEEN FORTHCOMING. WE APPRECIATE THAT A NUMBER OF FACTORS, INCLUDING CALENDAR ON BUDGET

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CYCLES, MAY ACCOUNT FOR DELAY OF RESPONSE THUS FAR. BUT, WHILE BUDGET DECISIONS ARE STILL BEING MADE, WE CONSIDER IT IMPORTANT TO REINFORCE OUR CONCERN FOR THIS PROGRAM AND TO DEMONSTRATE TO MOST GOVERNMENTS ITS COMPELLING HUMANITARIAN AND POLITICAL ASPECTS. THE URGENCY OF THE PROBLEM, ITS CURRENT PROPORTION OF DIMENSION AND THE IMPORTANCE WHICH IS ATTACHED TO AN ALLIED RESPONSE TO THE APPEAL FOR AID ARE ALL FACTORS THAT WE MAKE EFFORTS TO EMERGENCY DONOR INTEREST AND RESPONSE, AND TO KEEP IT IN THE FRONT MINDS OF CLINGS UPON THE ATTENTION OF THE INTERNATIONAL COMMUNITY.

6. (C) ADDRESSEE POSTS ARE, THEREFORE, REQUESTED TO APPROACH AGAIN MOST GOVERNMENTS ABOUT THEIR PLANS TO CONVEY SENSE OF URGENCY FOR EARLY COMMITMENTS TO URGE GENEROUS RESPONSE TO UNHCR AND REF APPEALS. ANY REFERENCE TO THE POLITICAL ASPECTS OF AFGHAN REFUGEE SUPPORT SHOULD OF COURSE BE TAILORED TO MOST GOVERNMENT ATTITUDES, WITH ONE REGARD TO PROTECTING THE NON-POLITICAL STATUS OF UNHCR AND REF. YOU SHOULD, HOWEVER, STRESS RATE OF THE REFUGEE FLOW AND THE PARTICULAR NEED TO MOVE COMMODITIES INTO THE PIPELINE.

7. (C) REF F REPORTED THAT THE EC COMMISSION IS PROPOSING ONLY 1500 TONS OF CEREALS FOR AFGHAN REFUGEES (IN CONTRAST TO 37 THOUSAND TONS FOR PAKISTAN PROPER).

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AND NO REPEAT NO CASH CONTRIBUTION FOR THE UNHCR BUDGET. THIS FOOD ALLOTMENT CONFLICTS WITH MORE RECENT WFP REPORT OF 8000 TON PLEDGE, BUT IN ANY EVENT PERTINENT POSTS SHOULD ALSO URGE EC MEMBER GOVERNMENTS TO WEIGH IN WITH EC COUNCIL FOR INCREASED COMMUNITY CONTRIBUTION,

8. (U) FOLLOWING IS A RECAP OF PRESENT SITUATION FOR USE IN PRESENTATIONS: SHARP UPSURGE IN REFUGEE POPU-
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LATION GROWTH IS ALARMING, EVIDENTLY REFLECTING INCREASINGLY DESPERATE CONDITIONS WITHIN SYRIA. UNHCR BUDGET OF \$82 MILLION -- BASED ON A 1.1 MILLION POPULATION -- WILL HAVE TO BE SUBSTANTIALLY INCREASED. WFP'S RECENT ESTIMATED REQUIREMENT OF 212,400 TONS OF BASIC FOODS (279,000 WHEAT AND 16,700 EACH OF VEGGIL AND NON-FAT DRIED MILK) FOR THE 12 MONTHS OF CY 1981 ASSUMED AN AVERAGE POPULATION OF 1.76 MILLION FOR THE YEAR (86 PERCENT OF WHICH BEING REACHED BY THE DISTRIBUTION SYSTEM). THIS FOR ONE YEAR'S SUPPLY OF FOOD. EVEN AFTER DISCOUNTING EARLY STOCKS FROM 1980, VALUE OF REQUIRED FOOD WILL EXCEED \$100 MILLION AT US COMMODITY MARKET PRICES. INITIAL US PLEDGE WAS ORIGINALLY \$100 MILLION TO IMPLEMENT CARRYOVER SO AS TO MEET REQUIREMENTS FOR FIRST HALF OF THE YEAR. SUBSEQUENT TO THE CARRYOVER STOCK ESTIMATES PLUS THE ACCUMULATED DEFICIT FLOW MAKE IT PROBABLE THAT ADDITIONAL COMMITMENTS WILL BE REQUIRED EVEN SOONER. (FYI, GIVEN THE EXTREMELY UNLIKELY PROSPECT FOR AN FY 81 BUDGET SUPPLEMENTAL, OUR UNHCR CONTRIBUTION IS PROBABLY THE FINAL FIGURE FOR THIS FISCAL YEAR. THE PL 400 TITLE 15 RESERVE GIVES US MORE FLEXIBILITY ON THE FOOD SIDE, BUT BEFORE MAKING FURTHER COMMITMENTS WE NEED TO EVALUATE THE OVERALL INTERNATIONAL COMMUNITY RESPONSE.) THERE ARE ALSO INDICATIONS THAT THE US PLANS TO ASK FOR INTERNATIONAL FUNDING FOR EXPENSES WHICH IT BARE ITSELF LAST YEAR: CASH SALES FOR THE REFUGEES, INLAND TRANSPORTATION COSTS, AND ADMINISTRATIVE EXPENSES. THOSE COSTS COULD RUN WELL OVER \$100 MILLION IN CY 81.

9. (U) FOR JIDDA, ABU DHABI, KUWAIT, AND SONA: SEPT

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FOLLOWS IN REGARD TO GULF ARAB ROLE IN AFGHAN REFUGEE
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RELIEF.

10. (U) FOR ISLAMABAD: SEPTEL FOLLOWS ON APPROACH TO
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